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SUBJECT: ETHIOPIA'S SUBMISSION TO THE EIGHTH ANNUAL TRAFFICKING IN
PERSONS (TIP) REPORT

REF: (B) 2007 STATE 150188; (C) 2007 STATE 002731

¶1. (U) Post provides the following input on trafficking in persons issues in Ethiopia.

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¶3. (U) Number of hours spent in preparation of TIP report cable: FEM AMB: 2 hour; FS02 Pol/Econ officer: 2 hours; FP04 Pol/Econ officer: 40 hours; LES: 70 hours

¶4. (U) Responses are keyed to questions in paragraphs 27-30 of reftel.

¶5. (SBU) [QUESTION 27-OVERVIEW]:

¶A. Ethiopia is a country of origin for internationally trafficked women, to a lesser extent men, and a growing number of children. Trafficking also occurs within the country's borders. Figures vary, but local non-governmental organizations believe an estimated 30,000 to 35,000 Ethiopians were trafficked internationally in 2007, slightly more than the previous year. Trafficking reported in 2007 was primarily labor-related. More females than males were victims of international trafficking, with prostitution comprising a minor share. Young women, particularly those ages 16-30, were the most commonly trafficked group, while a small number of children were also reportedly trafficked internationally. The International Organization for Migration (IOM) and UNICEF studies reveal that trafficking issues in Ethiopia are linked with the legacy of the modern slave trade, widely practiced until the 1930's.

¶B. Women are trafficked from all parts of Ethiopia primarily to Lebanon, the Gulf States, Sudan and Djibouti to work as domestic laborers and less typically as commercial sex workers. Lebanon, the United Arab Emirates, and Saudi Arabia are the most common destination countries. According to IOM officials in Addis Ababa, there are a total of more than 145,000 Ethiopian migrant workers (both legal and illegal) in the Middle East, predominantly women. NGOs and Ethiopia's Ministry of Labor and Social Affairs (MOLSA) estimate that the majority of illegal Ethiopian workers in Middle Eastern countries were trafficked rather than smuggled for employment purposes. According to estimated data from MOLSA and IOM, 15,450 Ethiopian workers migrated to the Middle East between September 2006 and August 2007; and 13,322 Ethiopian workers migrated to the Middle East between September 2007 and December 2007.

-- Approximately 17,000 illegal Ethiopian workers remain in Lebanon, along with over 15,000 legally immigrated Ethiopians, representing a significant share of Lebanon's estimated 80,000 migrant worker communities.

-- Approximately 13,000 to 15,000 illegal Ethiopian workers are believed to be in Yemen. Several thousand Ethiopians are believed to be stranded in Puntland (Somalia), having unsuccessfully sought transit onward to Yemen. In the fall of 2007, the GoE suspended Syria as a legal destination point for employment, due to employee maltreatment and trafficking concerns. News reportage of external

trafficking incidents was increasingly headlined between June and December of 2007. According to independent news sources, more than 2,500 Ethiopians were identified, rescued, and in some cases arrested for illegal entry into Tanzania, South Africa, Yemen, Lebanon, and Somalia.

--Between September 2006 and April 2007, local NGOs identified at least 54 Ethiopian and Sri Lankan nationals who had been trafficked via Jordan to Iraq in hopes of securing contracts as houseboys, house keepers and construction workers. After arranging potential employee transits from Jordan to Iraq, contract brokers later attempted to supply the workers with weapons and enlist them in military-like drills. According to IOM, Ethiopians can be found in northern areas of Iraq such as Erbil and Sulaimaniyah as well as Baghdad.

-- IOM officials cite Yemen as another significant transit point, for young Ethiopian girls (average age 14-15) being trafficked to Djibouti. A 2006 IOM impact assessment concludes that many of these Ethiopian girls trafficked to Djibouti via Yemen have HIV/AIDS.

-- In 2007, no formal reports emerged regarding Ethiopians trafficked to the United States. Yemen, Kuwait, Bahrain, Lebanon and Saudi Arabia continue to be identified as the most popular destinations for trafficking and smuggling.

-- In Saudi Arabia, there are reportedly close to 90,000 illegal Ethiopian migrants, the bulk of whom initially travelled to Saudi Arabia on religious pilgrimages (the Hajj and Umra) and remained illegal. Some 7,000 to 9,000 illegal Ethiopian workers are believed to be living in Kuwait and Bahrain; and 5,000 to 7,000 illegal Ethiopians are believed to be living in the United Arab Emirates, principally in Dubai.

--According to IOM, the Tanzanian government arrested over 2,000 Ethiopians for illegally entering the country en route to South Africa to perform labor associated with hosting the 2010 World Cup. IOM is currently investigating these cases to determine if they are smuggling or trafficking-related.

--In July 2007, Bahrain and the government of UAE announced amnesty for illegal migrant workers to either legalize their status or leave the country without penalty. According to IOM, several Ethiopian illegal migrants could not take advantage of the amnesty provisions as some of the children born to them in host countries do not have (and were not provided with) appropriate travel documents to accompany their parents home.

-- Men tend to be trafficked to Saudi Arabia and the Gulf States primarily as low-skilled labor. NGOs report popular transit countries to include Egypt, Yemen, Djibouti, Sudan, Libya, Tanzania, and Kenya. Some Ethiopian women have been reportedly trafficked onward from Lebanon to Europe (specifically Turkey, Italy and Greece). Trafficked Ethiopians transit Egypt, Yemen, Djibouti, Kenya, and Tanzania, to perform domestic labor in Lebanon and other Gulf states. They also transit Sudan and Libya as part of irregular migration to Europe and North America. Ethiopians are trafficked to Djibouti for domestic labor and the sex industry.

-- Local NGOs also report that internal trafficking of children and adults continue to be a serious problem. According to Addis Ababa's police child protection unit (CPU) social work reports, traffic broker networks have grown increasingly sophisticated and collaborative. Aware of the police presence in the Merkato and downtown Addis Ababa bus terminals, traffickers are approaching vulnerable individuals (i.e. young adults and children from rural areas) at bus terminals 15 to 20 kilometers outside of Addis Ababa's city limits. Although NGO and police reports fall short of accusing traffickers of organizing national crime syndicates or gangs, these recruitment methods are evolving and notable. Vulnerable individuals transiting the North Addis Ababa and Addis Ababa bus terminals are sometimes identified and targeted by agents/brokers (or traffickers) who approach them offering jobs, food, guidance, and shelter. Some social workers have reported that people from urban areas recruit children in their villages for housemaid work or traditional weaving. NGO representatives report that some traffickers focus on rural villages to recruit specific types or categories of laborers.

-- IOM and UNICEF officials report some linkages between internal and international trafficking, specifically noting that children internally trafficked from Dire Dawa, Bahar Dar, and Dessie are frequently sent to the Middle East, transiting through Dire Dawa, Jijiga, Bosasso (in Somalia), and then Djibouti.

-- High unemployment and extreme poverty continued to provide the "push" behind labor and migration trends, while jobs, opportunities, and better living standards overseas served to "pull" desperate Ethiopians overseas, according to IOM officials. NGOs assert that

while the number in-country legal labor migration employment agencies have risen from 36 to 72 between 2005 and 2007, the GoE has significantly tightened its implementation of various labor and employment agency provisions. The net result, according to NGOs, is that more Ethiopians are trafficked to neighboring countries (particularly Djibouti, Kenya, Tanzania, and Sudan) or via intermediate destinations (such as Egypt).

--The GOE has demonstrated political will to address the trafficking problem, in particular by informing Ethiopians about risks and realities of seeking employment overseas. The GOE also supervises the work of the legal international labor migration firms, which includes counter-trafficking training in their initial screening and pre-departure counseling programs. MOLSA now directly employs two full time direct hires as pre-departure orientation counselors. Counselors provide information and training on the realities of irregular migration, with specific focus on risks (such as exploitation, violence and abuse). In previous years MOLSA subcontracted IOM to provide its clients with such services. MOLSA's institutionalization of these training modules and staffers may signal the Ministry's current leanings towards a more pro-active approach to trafficking prevention efforts.

--A current total of 72 registered employment agencies in Ethiopia have been licensed by MOLSA to send workers abroad. Two additional employment agencies are currently under suspension and investigation for exploitative labor practices. All of the Addis Ababa-based employment agencies cite their primary destination country business hubs in the Middle East. MOLSA has recently completed revising proclamation 104/1998, a tool which until now has lacked coordination, supervision, and controlling mechanisms. The amended proclamation, pending early 2008 parliamentary ratification, should streamline employment agency protections for migrant workers. Local NGOs have expressed concerns about MOLSA's proposed proclamation 104/1998 revisions, citing employment agency fee structures as prohibitively expensive for potential employee clients.

-- Many children are trafficked from rural to urban areas for domestic work, but some are pushed into a variety of employment streams as prostitutes, beggars, or accessories to crimes. Anecdotal reports refer to trafficked children made to live and work under life-threatening conditions, subjected to sexual abuse and exploitation, and separated from families and familial support. Trafficked children often report various human rights violations, including forced labor, debt bondage, forced begging, physical and sexual assault and exploitation, prostitution, harassment, confinement, denial of salary, and incarceration. These degradations further expose them to sexually transmitted diseases (STDs), including HIV/AIDS, as well as under-aged pregnancies, unsafe abortions, fistulas and child birth complications.

-- MOLSA's Women's Affairs Department estimated that 90,000 women were involved in prostitution in 2002, of which approximately 20 percent are young women between 12 - 18 years of age (UNICEF, 2005). Some of these children and young women have been internally trafficked. Child domestic labor is a widespread phenomenon in Ethiopia that traps many children, mostly girls. It is a hidden form of exploitation, often involving physical, emotional and sexual abuse, leading to health risks and violence. As a study on child domestic workers in Addis Ababa indicated domestic workers are usually "invisible" in their communities, toiling for long hours with little or no pay, frequently abused, and regularly deprived of the chance to play or go to school. Some of these working children are as young as six years old.

--Although there are international, regional and national provisions that prohibit child trafficking, there is very little reliable information at the national level on the nature and magnitude of the problem. Emancipation of trafficked children is rare.

-- Ethiopia is not a destination country for internationally trafficked victims. Internally trafficked individuals are commonly targeted on arrival in Addis Ababa or recruited from rural villages for work as housemaids or for unskilled jobs in shops, factories, restaurants, or bars. Those without local family contacts or other recourse return to their villages and are at risk for exploitation, including prostitution. Coercion is sometimes a factor.

-- Employment-seeking individuals frequently choose to move from rural to urban areas. It is also common for family members to seek job opportunities for unemployed kin.

-- IOM's recent Rapid Assessment Report (2006, pp.33-42) cites trafficking routes overlapping with normal routes for movement and migration from rural to urban areas.

1C. The GoE has the political will to assist and protect trafficking

victims but it is constrained by a lack of funding, personnel, training and general. The World Bank ranks Ethiopia as one of the world's poorest countries. Increasingly cognizant of the problem and the need to do more, the GoE has focused on cross-training initiatives and media campaigns. GoE activities are largely organized via its Inter-Ministerial Task Force on Trafficking, with the Ministry of Justice (MoJ), MOLSA and IOM serving as the task force's lead actors. Throughout 2007, the government closed illegal international employment agencies and enforced immigration requirements for departing labor migrants. However, very low trafficking conviction rates send a poor message to Ethiopians both here and abroad. Ethiopia's under-resourced and overwhelmed judicial system lacks capacity to vigorously prosecute trafficking cases. The inability of police investigators to properly code, track and distinguish smuggling, rape, abduction, and unfair child labor practices cases is parallel to the internal practices of a judicial system that routinely fails to track trafficking cases appropriately. Consequently, monitoring and enforcement have lagged.

¶D. The government monitors immigration and emigration patterns for evidence of trafficking. With IOM and other NGO partner assistance, immigration officers have been trained to spot and question those most susceptible (children and young women) to trafficking and verify the legitimacy of the travel. Beyond application of proclamation 104, little else has been done.

¶E. Please refer to 5(C)

¶6. (SBU) [QUESTION 28 - INVESTIGATION AND PROSECUTION OF TRAFFICKERS]:

¶A. The Constitution of the Federal Democratic Republic of Ethiopia clearly prohibits trafficking in human beings for whatever purpose (article 18(2)). Article 36(1) (d) further prohibits exploitative child labor. In May 2005, the GoE enacted new legislation further codifying constitutional anti-trafficking precepts. The May 2005 penal code improved trafficking-related language, outlawed labor-related trafficking, and replaced the less specific penal code of 1957.

-- Article 596 (Enslavement) criminalizes any attempt to enslave, sell, alienate, buy, trade or exploit another person.

-- Article 597 (Trafficking in Women and Children) criminalizes the recruitment, transportation, harboring, import, or export of women or minors for the purpose of forced labor.

-- Article 598 (Unlawful Sending of Ethiopians for Work Abroad) criminalizes sending Ethiopian citizens abroad for work without a license.

-- Article 599 (Participation of Illegal Associations and Juridical Persons) criminalizes any group or organization's participation in slave trade.

-- Article 600 (Default of Supervision or Control) criminalizes any government official who fails to take all measures to control and prevent trafficking.

-- Article 635 (Traffic in Women and Minors) specifically criminalizes the trafficking of men, women and children for prostitution.

¶B. Those found in violation of these articles face 5 to 20 years imprisonment and a fine not to exceed 50,000 birr (approximately USD 4,700). For particularly egregious cases involving bodily harm, the penalty may be 10 to 20 years of rigorous imprisonment. Organizations found in violation Article 599 face a 100,000 birr (approximately USD 9,400) fine and dissolution. Ethiopia has further ratified most of the general UN conventions as well as several ILO conventions dealing with trafficking and labor exploitation. These are:

--UN Convention for the Suppression of the Traffic in Persons and the Exploitation of the Prostitution of Others, 1949;

--UN International Covenant on Economic, Social and Cultural

--UN International Rights, 1966; Covenant on Civil and Political Rights, 1966;

--UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), 1979;

--UN Convention on the Rights of the Child (CRC), 1989;

--The African Charter on Human and Peoples' Rights, 1986;

--The African Charter on the Rights and Welfare of the Child, 1999;

--ILO Convention No. 181 on Private Employment Agencies, 1997;

--ILO Convention No. 105 on the Abolition of Forced Labor, 1957;

--ILO Convention No. 182 on the Worst forms of Child Labor.

The GoE signed and ratified ILO convention 182 (2003), ILO convention 29 (2003), and ILO convention 105 (1999). The GoE has neither signed nor ratified the Optional Protocol to the Convention

on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography, nor the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially women and children. However, in late 2006, both protocols were submitted to the Council of Ministers for approval.

--The GoE signed and ratified the Optional Protocol to the Convention on the Rights of the Child (CRC) on the Sale of Children, Child Prostitution, and Child Pornography.

-- The GoE signed and ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the UN Convention Against Transnational Organized Crime

¶C. Please refer to 6A and 6B

¶D. Article 589 of the penal code makes rape punishable by imprisonment not to exceed 10 years. If committed against a child under age 15, or to anyone under the protective custody or supervision of the accused person, or by a number of persons acting in concert, rape is punishable by imprisonment not to exceed 15 years. Forced sexual assault as defined by article 590 of the penal code is punishable by imprisonment not exceeding 8 years, or with "simple imprisonment" for not less than 6 months. Depending on which article is used to prosecute, the penalties for rape and sexual assault may be more or less severe than the penalties for trafficking.

¶E. Prostitution is not legal in Ethiopia. Article 634 (Habitual Exploitation for Pecuniary Gain) criminalizes the act of prostitution and those elements in support of it. Prostitutes, brothel owner/operators, clients, and those who procure customers for prostitutes (pimps) are subject to a maximum of five years imprisonment. In practice, however, few people are charged with prostitution or crimes related to prostitution. Enforcement of Ethiopia's existing anti-prostitution laws has lagged.

¶F. According to the lead social worker at Addis Ababa's Merkato Child Protection Unit, in 2007, 694 cases of trafficked children were reported to the police. Of these, 50 cases have been referred to the prosecutor's office. Few statistics are readily available as to how many of the 50 cases resulted in conviction and sentencing. Twenty cases are currently pending prosecution, and the remaining 30 have been closed due either to lack of evidence or absconded defendants. The low conviction rates partly result from an understaffed and overburdened judiciary, and lack of cooperation with destination country governments. Traffickers often destroy evidence, making convictions difficult. Limited hard data was available as to the 2007 prosecution rates for children or adults. Reportage of any kind for trafficked adults is anecdotal, principally supplied by local NGOs known to shelter and service young women (i.e. Good Samaritans, Organization for the Prevention, Rehabilitation and Integration of Female Street Children) victimized by trafficking.

-- According to the Forum for Street Children, a domestic NGO funded by international donors, 18 child traffickers were put on trial in 2007. All of these cases were transferred to the prosecutor's office after investigation where the alleged child traffickers were released on bail by court order. Cases where alleged traffickers were released on bail by the court: male-0, female-15; cases where alleged traffickers were not traced: male-0, female-18. One trafficker was reported in Oromia region and the other 17 in Addis Ababa (Lideta sub-city).

--From April 2007 through January 2008, the Good Samaritan Association (GSA) provided services to 12 external and 13 internal victims of trafficking. Last year, GSA spent over USD \$757 per TIP victim for general rehabilitation services.

-- MOLSA clarified that in both 2006 and 2007, the federal government's previously compiled trafficking data was coupled with "fraud" cases. Such "fraud" includes trafficking-related cases, but also unrelated crimes such as counterfeit checks and other scams. As noted previously, the May 2005 revised penal code recognizes and names trafficking as a crime. Citing a total of 100,000 intermixed and backlogged criminal files in the prosecutor's office, MOLSA asserts that the GOE lacks the institutional capacity and resources to separate trafficking from fraud cases. Such cases would have to be reviewed individually to distinguish between trafficking and other types of fraud.

--2006: Some 925 cases of trafficked children reported (378 male, 547 female); 8 cases remain under investigation by police; 12 cases sent to prosecutors later dropped; unknown number of individuals sentenced.

--Information on who is behind trafficking has proven difficult to

document. According to MOJ, MOLSA and IOM sources, traffic brokering rings are becoming increasingly sophisticated and collaborative. There are several well known operators in Addis who have extensive linkages both throughout Ethiopia and destination countries. In the past, some worked under the cover of legitimate travel agencies. NGO representatives do not believe trafficking is operated or coordinated by international criminal organizations.

-- The 2007 joint MOLSA/UNICEF National Study on Child Trafficking in Ethiopia (pp.23-25) reports the trafficking process to involve many different actors, including recruiters, intermediaries/brokers, and transporters. Cross-country bus and truck drivers are involved in trafficking of children, while brokers, pimps and brothel owners finalize the deal at the receiving end. These actors/traffickers are usually known to the victims or their families.

--In Ethiopia, most children are trafficked by their relatives (such as uncles, aunts, friends or friends of friends), a member of the locality who lives in town or regularly moves between urban and rural areas. A peak time for child trafficking (particularly in the Gurage, Wolaita, and Gamo Gofa areas) is when traffickers go to the southern regions for Meskel celebrations.

--Many traffickers in the North dress and act as priests to avoid being suspected of child trafficking. In some cases, children themselves take the initiative and approach the recruiters to take them away. Currently there are brokers in both the southern and northern regions of the country whose principle livelihood is child trafficking. Traffickers transiting five to six children each between Awassa and Shashemene is said to be common.

BROKERS: Local brokers (called 'delalas') operate at the community level and are usually known to the victim and his or her family. Delalas often recruit potential victims for trafficking. Typically the broker is either a returnee from the country of destination or has relatives there. Reports indicate many women who work in Middle Eastern countries traffic through their families in Ethiopia.

Community members are more likely to trust traffickers with family members living and working abroad. This has helped some families to establish a small business trafficking women and children. To avoid notoriety and detection by authorities, local brokers do not have established or official places of work. They work from rented houses, neighborhood cafes or hotel rooms and do not publicly advertise their services. To avoid being identified, brokers also move from place to place in larger towns and work through multiple facilitators. According to the 2007 MOLSA/UNICEF study, most victims do not know the real names and addresses of the brokers who recruit and traffic them.

FACILITATORS: Brokers usually use facilitators for recruitment and do not directly contact victims and their families. Facilitators are typically neighbors or other persons known to the victim. This can also include close relatives and family members. The main tasks of facilitators in the recruitment process are to seek out potential victims, convince victims and their families of the benefits of working abroad, and arrange a meeting with the broker. Though facilitators present themselves as concerned individuals, they actually receive commissions from brokers for each successfully trafficked woman and child.

TRAVEL AGENCIES AND IMPORT-EXPORT BUSINESSES: Travel agencies and import-export businesses are in a position to make the business of trafficking in persons from Ethiopia more efficient, organized and widespread. Their activities create frequent opportunities for travel to destination countries and contact with employment agents and individuals involved in trafficking at the destination side. Not much is known about the recruitment methods used by owners and operators of travel agencies and import-export businesses. They do not advertise their services since they are not licensed to arrange employment abroad. Presumably, they work with local brokers and facilitators at the initial stages of recruitment in the manner discussed above.

THE RECRUITMENT PROCESS: As described above, most brokers recruit women and children in an informal manner using a facilitator. The facilitator's first task is to identify a child or woman who could be convinced to seek the help of the broker. These are often parents in financial difficulty or with children out of school. The facilitator befriends the potential victim or her family and suggests the possibility of employment in a foreign country as a means of dealing with the family's problems. Once the interest of the victim or parents has been secured, the facilitator offers to arrange a meeting with the broker. In many cases, parents finance their children's migration by borrowing money from illegal loan sharks at exorbitant interest rates, through facilitators and local

brokers. Once fees are agreed upon and first payment is made, the potential migrant gives the broker a copy of her passport, one full body and one passport-size photograph, and a medical examination report proving that she does not suffer from any major ailment, in particular HIV/AIDS. Sometimes, brokers keep the original passport, so that the victim cannot approach other brokers for a cheaper deal. Copies of the victim's passport and the photographs are then sent to the broker's contacts in the country of destination for selection by potential employers. Finding an employer through the foreign contacts usually takes a few weeks. Upon confirmation of an interested employer, the broker faxes copies of the relevant documents to the country of destination to process and secures the necessary entry visa.

¶G. SPECIALIZED TRAINING: In partnership with NGOs, the GoE has provided a limited number of officials with access to information and training in counter-trafficking. From April through November of 2007, IOM conducted five capacity building trainings for over 156 judges, police, prosecutors, and concerned leaders of NGO communities. Trainings provided participants with opportunities to discuss and identify gaps in laws, practices and services. Training participants included presidents of regional supreme courts, police commissioners, and heads of regional justice bureaus.

¶H. GOVERNMENT INVESTIGATION: The government employs surveillance techniques to monitor trafficking. Each of the 10 counter-trafficking police units (CPU's) in Addis Ababa is assigned three police officers. Police and immigration security officials are equipped to conduct electronic surveillance and undercover operations.

¶I. EXTRADITION: According to Post's lead MFA counter-trafficking contact, in 2007 there were no requests by any foreign government to extradite non-Ethiopians charged with trafficking. The GoE does not extradite its own nationals charged with such offenses.

¶J. EVIDENCE OF GOVERNMENT INVOLVEMENT IN TRAFFICKING: Please refer to 6K.

¶K. EVIDENCE OF GOVERNMENT COOPERATION IN INVESTIGATIONS:

-- Ethiopia lacks diplomatic representation in several Gulf States. If funding permits, the GOE intends to open or expand a number of neighboring country consulates in coming years. Currently, the GoE's Embassy in Saudi Arabia is accredited to Oman, and its mission in Kuwait is accredited to Bahrain.

--Police have been successful in thwarting potential trafficking of those transiting Addis Ababa's Bole International airport. However, according to MOLSA and the IOM, there is little international cooperation that occurs. The MFA intends to heighten Ethiopian diplomats' awareness of the seriousness of trafficking problems in-country, by highlighting and contextualizing the issue in its training programs. The MFA reports that neighboring destination countries have been hesitant to enter into any binding bilateral agreements with the GOE, despite the GoE's attempts to initiate them.

--There have been no official reports of involvement of GOE officials in trafficking, but there are specific if unsubstantiated reports that this practice exists. No government official has ever been officially implicated or arrested on any trafficking charge.

--L. 2005 TVPRA: There is no evidence that the GoE has vigorously investigated, prosecuted, convicted or sentenced nationals of the country deployed abroad as part of a peace keeping mission who engage in or facilitate trafficking or who exploit trafficking victims. As part of the standard ACOTA soldiers skills training, human rights and rules of engagement are trained and emphasized. Once the soldier departs for the mission, Post Addis has no further control or engagement.

¶M. CHILD SEX TOURISM: Ethiopia is not a high-volume child sex tourism source or destination. A newly established court (in late 2006) for women and children has led to several convictions of Ethiopian sexual abusers. While these convictions are not related to trafficking, NGOs see the court as a potentially useful tool for this purpose.

¶7. (SBU) [QUESTION 29 - PROTECTION AND ASSISTANCE TO VICTIMS]:

¶A. MOLSA, the MoJ, MFA and NGO sources widely report that the government does not have the resources to provide any material assistance to victims of trafficking. Consulates in Beirut and Dubai dispense limited legal advice to trafficked victims and provide temporary shelter to them on (infrequent) occasion. The GoE does not provide temporary loans to trafficked victims who do not have the financial means to be repatriated. There are neither GoE designated victim care programs, nor victim-specific health care facilities in Ethiopia.

Returnee trafficking victims must rely on psychological services provided by public health institutions and the limited number of NGOs dedicated to work in this area, such as OPRIFIS, Good Samaritans, IOM, Project Concern International (PCI), and Forum for Street Children Ethiopia (FSCE), Ethiopian Women's Lawyers Association and Project Hope. The Inter-ministerial Task Force is exploring how to more effectively identify NGOs or community-based organizations that can and do provide such services, as well as to improve referral systems.

B. VICTIM CARE: With possible assistance from UNICEF, MOLSA plans to expand Addis Ababa screening and referral programs for children to other large cities and rural transport points. Each Addis Ababa police station is affiliated with a child protection unit, which collects information regarding victims, and aims to reunify them with their family. Shelter facilities are limited, especially for boys.

C. GOVERNMENT FUNDING: MOLSA, EWLA, UNICEF, FSCE and IOM confirm that the government does not provide funding or other forms of support to foreign or domestic NGOs for treatment services specific to trafficking victims.

D. VICTIMS RESTITUTION AND TRACKING: According to NGO sources, government authorities have not made any concerted effort to interview returned trafficked victims about their experiences. The government accords no special protections, shelter, and other housing or special services benefits to trafficking victims or witnesses. Many returned victims fear retribution not only from accused traffickers but also from other trafficked persons trapped in destination countries. There is no codified legal barrier to victims pursuing civil suits or seeking legal action against traffickers. There is no victim restitution program.

E. LEGALIZED PROSTITUTION: Prostitution is not legal in Ethiopia.

F. RESPECT FOR VICTIMS RIGHTS: The GoE asserts that it respects the rights of returnee victims. In 2007, there have been limited reports of returned trafficked victims being detained, jailed, or prosecuted for violations of other laws, such as those governing immigration or prostitution.

G. GOVERNMENT'S ENCOURAGEMENT TO VICTIMS: MOLSA reports that Ethiopian consulates and embassies in employment destination countries are staffing up with labor attaches. The attache's are partially dedicated to address trafficking victims' issues. Several Ethiopian Consulates and Embassies are reportedly providing limited legal advice and temporary shelters for trafficked victims awaiting funds from family members or friends to pay off traffickers so that they can finance their return to Ethiopia.

H. SERVICES AND PROTECTION OFFERED TO VICTIMS AND WITNESSES:

--The Forum for Street Children (FSCE) is an indigenous NGO established in 1989. FSCE is committed to creating favorable and supportive conditions for urban disadvantaged children in general while working for and towards the respect and protection of the rights of street children, sexually abused and exploited children, physically abused children and children in conflict with the law. --In July 2007, 54 licensed employment agencies formed the Private Employment Agencies Association with the objective of coordinating and monitoring external employment activity. The association has been collaborating with the GoE to report illegal brokers. Members of the association assert that TIP adversely affects employer income and the country's image. The association has a lawyer, office manager and secretary handling its day to day activities.

-- The Good Samaritan Association (GSA) is an indigenous NGO established in 1998 by a group of Ethiopian health professionals focused on reproductive health, and community-based development programs. It has established a shelter to assist victims of internal and external trafficking. Victim assistance services include shelter, food, medical triage and referral, vocational training, small business development/micro-financing and job placement.

-- The International Organization for Migration (IOM) Addis Ababa founded its Ethiopia program in 2001, with a sustained focus on anti-trafficking efforts. The main components of IOM services are: migrant/returnee counseling; GoE and NGO capacity building; and campaigns to enhance trafficking awareness in schools and among the general public. Between April and November 2007, IOM implemented five counter-trafficking capacity building trainings for judges, magistrates, police officers and concerned members of the NGO community. In December, IOM launched two documentary films on human trafficking and smuggling. 'The Martyrs of the Gulf of Eden' by Daniel Grandclement recounts stories of migrants undertaking the perilous and desperate journey to cross the Gulf of Eden, while 'Unheard Voices' highlights the survivor tales of child trafficking

in Ethiopia.

-- Established in 2005, Project Concern International (PCI), partners with local organizations to provide support services to vulnerable children, improve community health, and promote sustainable development.

-- The Organization for Prevention, Rehabilitation and Integration of Female Street Children (OPFRIS) is an indigenous NGO founded in 2000 to provide shelter and vocational training to young women victims of internal trafficking. Its major activities include education, health services, recreation, counseling, shelter, meals, and family reunification. It is also involved in advocacy to influence policy-making and legislation impacting the rights of children.

-- In 2007, UNICEF and MOLSA finalized a major study that provides solid evidence on the magnitude, dynamics and trends of child trafficking in Ethiopia, with a focus on internal child trafficking. This study is the first of its kind available in the country. UNICEF and the Center for Child Psychosocial Support Association is currently using this very new body of data to promote evidence-based policy analysis and the design of new mental health care interventions and support services for trafficking returnee victims.

I. SPECIALIZED TRAINING FOR GOVERNMENT OFFICIALS: During this reporting period, and as part of its scope of its leadership role on the Inter-Ministerial task force, IOM and ILO provided five trainings to more than 156 magistrates, judges, police personnel, and concerned leaders of the NGO community. Some of the highlights of these trainings (conducted in two regions) are as follows:

--From April 13-14, 2007, 22 judges, prosecutors and police officers were provided with a forum to discuss prosecution difficulties in trafficking cases. Participants came from Addis Ababa, Amhara Region, Tigray Region, Southern Nations Nationalities and Peoples Region (SNNPR) Dire Dawa and Oromia Region. The objectives of the workshop were to provide a refresher of the basic principles of trafficking and recent developments in the legal sphere; to review the implementation of international standards with regard to screening, identification and protection of trafficking victims; and to provide an overview of the Inter-Ministerial task force's current scope of work.

--On April 17-18, 33 members of public and private federal and regional media participated in a two-day capacity building training in Addis Ababa.

--In June, IOM hosted three-day para-counselor training for forty-three participants from various private employment agencies, NGOs, and government offices. The training raised partner organization awareness on trafficking and enhanced capacities to provide counselling services and information to migrants, victim returnees and their families.

--Also in June, 31 immigration officials attended a half-day training on border management and fraudulent documents detection. Participants from partner UN agencies have benefited from four day training on International Migration Law. This training includes issues on irregular migration, in particular smuggling and trafficking of human beings.

J. GOE ASSISTANCE TO REPATRIATED VICTIMS OF TRAFFICKING: Please refer to 7H.

K. NGOS PROVIDING ASSISTANCE TO TRAFFICKING VICTIMS: Please refer to 7H

18. (SBU) [QUESTION 30-PREVENTION]:

A. The GOE acknowledges that trafficking is a problem in-country.

B. Established in 2003, an inter-ministerial counter-trafficking task force comprises officials from the ministries of foreign affairs, justice, information, and women's affairs, as well as MOLSA, the Federal Police Commission, the Office of Immigration, Addis Ababa Police Commission, and the Addis Ababa Prosecutors Office. In June 2006, MOLSA assumed overall coordination responsibility, and its annual action plan included a summary of its work plans for the year with respect to counter trafficking. According to MOLSA's Employment and Manpower Department Chief, the task force's major accomplishment in 2007 was the establishment on paper of a MOLSA mock court to investigate cases illegal work-related migration. The court is not yet funded or functional. In March 2007, the task force has divided itself into four subcommittees which include: research, information, media and legal affairs.

C. The GOE supported IOM-sponsored counseling and health services for trafficking returnees. It also co-sponsored IOM programming for Ethiopian radio spots in four local languages (Amharic, Oromiffa,

Tigrigna and Somali). Between April and November 2007, and in conjunction with the Ministerial Task Force, IOM conducted five awareness raising training and consultative workshops on TIP. Regional magistrates, judges, prosecutors, police, employment agency executives, journalists, immigration and other government officials were in attendance. In a highly specialized two-day consultative workshop on anti-TIP practices for judges, prosecutors and police officers (April 13-14, 2007), MOLSA briefed participants on the Draft Revised Private Employment Agency Proclamation No.104/1998. The revised Draft Proclamation attempts to do the following; a) obligates Private Employment Agencies (PEAs) to provide pre-employment and pre-departure orientation and training to potential migrant workers; b) limits the number of country of destination to which PEAs can send migrants; c) allows PEAs to open branch offices at regional levels; d) allows PEAs to charge job seekers one month's salary for their services; e) mandates that PEAs provide life insurance coverage to clients; f) assigns Labor attaches' and attorneys to Ethiopian Embassies and Consular Offices in all employment destination countries.

¶D. The government monitors its borders within the context of its limited capacity. There are large swaths of territory along Ethiopia's borders with Sudan, Kenya and Somalia that are not currently monitored by Ethiopian border officials. Current post-electoral events in Kenya have thwarted some of the enforcement and anti-trafficking efforts at the Kenyan/Ethiopian border. The GOE Immigration Authority has set up a number of checkpoints to verify legal entries and exits. Border control points have been set up in Metema, Dewele, Galafi, Dire Dawa (at the center of town), and Moyale. Border guards check whether necessary documents (passports) are in order and that visas are appropriately and legitimately stamped. Border guards also seek to verify that migrant workers have proper employment contracts and have completed MOLSA's parallel authorizing process. Guards are also authorized to prevent unaccompanied minors from crossing borders without a legal adult guardian.

¶E. In 2007, the government showed slightly more effective partnering with NGOs, particularly Project Concern International, IOM, and the Forum for Street Children in Ethiopia (FSCE). MOLSA works closely with IOM on anti-trafficking activities but partners with very few indigenous NGOs (apart from making some data available to them upon request). As part of its capacity enhancement plans, IOM developed a database for MOLSA, a soon to be fully functional software tool to track Ethiopian labor trends abroad and at home. MOLSA counselors are fully hosting pre-departure orientation sessions to streamline labor migration and enhance migration management activities. In an effort to streamline its effectiveness several months ago, the Inter-Ministerial Task Force on Trafficking developed four subcommittees on research, media, legal affairs and information. The Ministry of Education (MOE) continued to work with UNICEF and IOM on a campaign to boost the enrollment of girls in schools in Ethiopia's poorest regions. The MOE and IOM regularly organize workshops aimed at helping girls overcome the hurdles that prevent them from attending school (i.e. domestic chores, early marriages). In partnership with MOE, IOM continued to distribute age-appropriate, illustrated exercise books depicting counter-trafficking activities to secondary school students throughout the country. In 2007 MOLSA and UNICEF successfully partnered to produce a National Study on Child Trafficking in Ethiopia 2007.

¶F. Please refer to 8E.

¶G. The GOE has not taken additional measures during the reporting period to reduce the demand for commercial sex acts.

¶H. N/A

¶I. Please refer to 6L

¶8. (SBU) [QUESTION 32-BEST PRACTICES]:

--One of the objectives of this cable is to identify replicable best practices in the areas of prevention, protection and prosecution of trafficking. The Forum for Street Children Ethiopia (FSCE) presents such practices.

--Child Protection Programs: FSCE carried out a series of awareness raising activities on the rights of the child to the police force. FSCE, in collaboration with the Addis Ababa police commission and Save the Children Sweden initiated Child Protection Units (CPUs) in five Police Stations in 1996. This was followed by the opening of the Coordinating Office in 1997 and the extension of Child Protection program which has covered all the Police Stations in Addis Ababa since 1999. This program was also replicated in nine other towns in collaboration with the respective regional and zonal police commissions and departments.

--Preventive and Support Program for Sexually Abused Children: FSCE is also a pioneer organization in the area of sexual abuse and exploitation, undertaking Addis Ababa's first initiative to open a Drop-in-Center (DIC) for distressed children, later replicating that program in Adama/Nazereth, Dire Dawa, Bahir Dar and Dessie. These Centers provide information for sexually abused and exploited children on STDs, HIV/AIDS and pregnancy.

--Preventive and Support Program against Child Trafficking: From 2000 to 2001, FSCE reunified more than 1,000 trafficked and otherwise exploited street children with their parents. FSCE has collaborated with the administration and owners of Addis Ababa's Central Bus Terminal and buses to organize awareness programs on child trafficking. This was done during three year period (2000-2002) and resulted in the following changes: the staff of the Central Bus Terminal now report possible acts of child trafficking to the CPUs; many owners of public transport vehicles are freely transporting children to reunify them with their families in rural regions.

--Awareness raising through the media: Messages regarding the problem of child trafficking are transmitted to both radio and television audiences through the National Radio, FM, Radio Fana and Ethiopian TV (ETV) stations. Other media outlets include government and private news papers that run articles on the problems of trafficking.

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